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Report of the United Nations High Commissioner for Refugees

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Report of the United Nations High Commissioner for Refugees

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I. Introduction

1. The provision of protection and humanitarian assistance to refugees, stateless persons, and internally displaced persons (IDPs) has become increasingly challenging in an environment where there is often no peace to keep, where there are greater restrictions on access to affected populations, and where threats against United Nations staff members are on the rise. The deliberate targeting of humanitarian workers has made it more challenging for the Office to balance the imperatives of staff safety with uninterrupted humanitarian action. In 2008, some 260 aid workers were killed, kidnapped or seriously injured in violent attacks - the highest yearly toll on record. Some 60 per cent of these attacks took place in three countries alone: Afghanistan, Somalia and Sudan. In the first half of 2009, two UNHCR staff members were killed in Pakistan and another one was kidnapped and released after two months. As this report was being written, another staff member was killed in an attack in Pakistan, bringing the total to three thus far in 2009 alone.

2. Forced population displacement has grown in size and complexity in recent years, with the outbreak, renewal and prolongation of armed conflicts in many regions of the world. The volatile situations in Afghanistan and Pakistan, ongoing conflicts in the Darfur region of Sudan and in Colombia, and violence in Georgia, Somalia and the Democratic Republic of the Congo, continued to generate forced movements within and across borders. Improvements in the security situation in Iraq brought tempered optimism, but conditions are not yet sufficiently stable to envisage voluntary return and the sustainable reintegration of the displaced.

3. The situation of an estimated 5.7 million refugees who had been living in exile for more than five years remained a serious concern for the Office and the search for durable solutions a priority. During the reporting period, UNHCR focused its attention on strengthening international support for protracted refugee situations and launched a new initiative to reinvigorate the search for solutions. Through the complementary utilization of voluntary repatriation, local reintegration and resettlement, UNHCR helped unlock a number of protracted refugee situations, most notably in Asia and Africa.

4. In order to meet today's challenges, UNHCR remains committed to the structural and management change process it initiated in 2006. The objective of enhancing the Office's effectiveness by channelling more resources into operations, reducing expenditures on administration and Headquarters, and locating staff and services where they are most effective, is largely achieved. A number of important steps taken during the reporting

period, including the shift to a results-based management system and increased decentralization and regionalization, have helped strengthen UNHCR's responsiveness to the people it serves.

II. Focus and objectives of the report

5. This report provides an account of the work carried out by UNHCR between January 2008 and mid-2009, in response to the needs of over 34 million people of concern. It looks at major developments and challenges with respect to protection, assistance and finding durable solutions for refugees, IDPs, stateless persons and others of concern; progress made three years into the reform process; renewed efforts to tackle protracted refugee situations; and an overview of UNHCR's global priorities. Partnerships and coordination of action with other concerned entities, both within and outside of the United Nations system, are also reviewed. More detailed information, including on regional and country operations, can be found in UNHCR's Global Report 2008 and Global Appeal 2009 update, as well as in the various governance reports presented to the Executive Committee of the High Commissioner's Programme and its Standing Committee. All these reports are available at: www.unhcr.org.

III. Populations of concern

6. Table 1 at the end of this report presents the populations of concern at the end of 2008. For more detailed statistical information, please refer to UNHCR's 2008 Global Trends: Refugees, Asylum-seekers, Returnees, Internally Displaced and Stateless Persons, published on 16 June 2009 and available at: www.unhcr.org/statistics.

7. At the end of 2008, there were 34.4 million people of concern to UNHCR, including some 10.5 million refugees. The number of identified stateless people stood at almost 6.6 million; however, the actual number of stateless people worldwide is estimated to be closer to 12 million. The number of people displaced in their own country as a result of conflict remained high at an estimated 26 million, with 14.4 million of them benefiting from UNHCR protection and assistance activities. The latter constitutes an increase of more than 600,000 compared to the previous year (13.7 million) and is the highest figure ever recorded by UNHCR.

8. By the end of 2008, developing countries were hosting 8.4 million refugees or 80 per cent of the global refugee population. Despite the repatriation of a quarter of a million people to Afghanistan, Pakistan again topped the list, hosting nearly 1.8 million, mostly Afghan, refugees. Afghanistan continued to be the leading country of origin of refugees,

followed by Iraq. Together, Afghan and Iraqi refugees account for almost half of the refugee population under UNHCR's responsibility.

9. Returning home became a reality for more than 1.3 million IDPs during 2008, including some 700,000 going back to their places of origin within Uganda and 350,000 going back to their areas of origin inside Kenya. More than 600,000 refugees were also able to return to their homes.

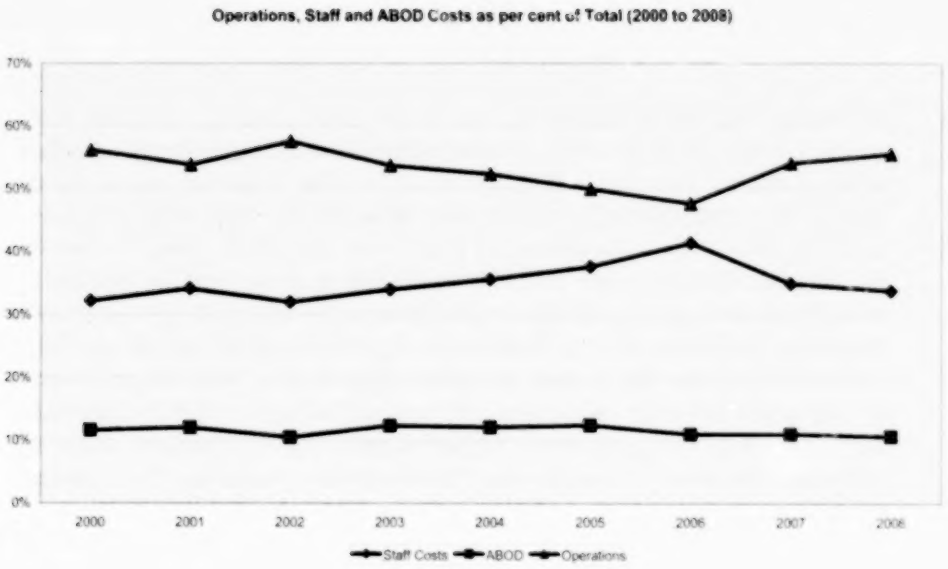
10. During 2008, at least 839,000 individual applications for asylum or refugee status were submitted to Governments or UNHCR offices in 154 countries. This constitutes a 28 per cent increase compared to the previous year (635,800) and the second consecutive annual rise. This was the result of a dramatic number of asylum applications in South Africa (more than 207,000), and a significantly higher number of populations such as Afghans, Eritreans, Somalis and Zimbabweans, seeking international protection.

IV. UNHCR reform

A. Organizational development management

11. Since its inception in 2006, UNHCR's reform process has been guided by the need to optimize the organization's effectiveness in meeting the needs of people of concern and shifting towards a results-orientated way of operating. Three years on, UNHCR has become a leaner and more efficient organization.

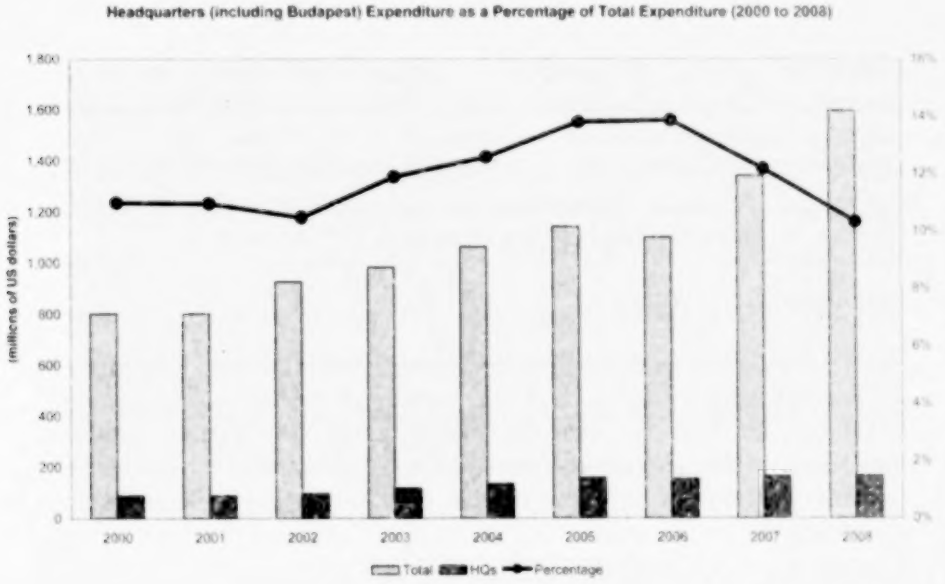
12. In 2006, staff costs alone exceeded 41 per cent of UNHCR's total expenditure. They had risen for four successive years and threatened to overtake the proportion of funds the organization spent on operations. Taken together with funds for administrative budgets (ABODs), an absolute majority (52.3 per cent) of total UNHCR expenditure was on staff and administration. This figure is somewhat misleading since a large part of what UNHCR staff do is to provide protection and assistance to refugees in operational environments. Two years later, the figures and, more importantly, the trend, have been reversed. At the end of 2008, staff costs were just under 34 per cent of total expenditure. Even taken together with administrative costs, the staff/ABOD-to-operations ratio once again strongly favours operations.



13. The organization has increased the proportion of its total expenditure provided through implementing partners from 31.5 per cent in 2006 to 35.2 per cent in 2008.

14. At the same time, with a significant reduction of staff based at its Headquarters in Geneva, UNHCR has reduced the proportion of total expenditure on Headquarters from nearly 14 per cent in 2006 to

approximately 10 per cent in 2008 (including both Geneva and Budapest). This has increased the organization's operational flexibility and resources.



15. The outposting of several administrative and support functions from Geneva to the Global Service Centre in Budapest was one of the most visible reforms. This has yielded meaningful savings. In 2010, in salaries and rent alone, it would cost approximately US$ 13 million more to do in Geneva everything that the organization will be doing in Budapest. These savings allow UNHCR to dedicate more resources to its beneficiaries. This has generated significant donor support and helped the organization to meet its obligations despite today's difficult economic environment.

16. Another of the major reforms was relocation of supply management to Budapest. An external review of UNHCR's supply chain performance had recommended far-reaching changes in the Office's operations management. To strengthen its capacity to deliver goods and services to populations of concern, UNHCR adopted an integrated supply chain concept, bringing together procurement and logistics, as well as improving its fleet, warehouse and asset management.

B. Human resources

17. Within the context of the overall structural reform, a number of human resources management reform initiatives have been undertaken.

Career management

18. In transforming the Staff Development Section into the Global Learning Centre in Budapest, UNHCR has created a unified learning structure with a Governance Board on Learning and a learning-management system, which will institutionalize links between training and career planning. A Career Management Support Section provides an expanded career counselling capability for professional employees, who will also benefit from specialized services during career transition periods. A new Performance Appraisal Management System was launched in 2008, which promises to redress a number of deficiencies in the former system.

Assignments and promotion

19. The interim methodology for promotions in the international professional category was used during the Annual Promotions Session held in January 2008. A proposal for further reform of appointments and promotions in the international and national professional categories was finalized in 2008. It is expected that the new policy, which takes a comprehensive people-oriented rather than post-oriented approach to staff assignments, will be implemented before the end of 2009.

Staff well-being and staff relations

20. An Ethics Office was created in June 2008 to provide advice and support to staff in respect of their own conduct and in relation to the core principles required of United Nations staff. It supports measures being taken to integrate the Code of Conduct into the culture of UNHCR and administers the annual process of financial disclosure. In 2008 a Staff/Management Consultative Council was established as a forum for management and staff association representatives from Headquarters and the Field. It enhanced the participation of field staff in the consultative process, in examining and proposing general policy directions on staff administration and welfare issues within UNHCR.

21. Efforts to ensure the implementation of the policy to achieve gender equity were pursued during the reporting period, particularly in the areas of recruitment, postings, promotions, performance management, staff development and work/life balance. A Working Group on Disability met several times to address issues of disability and staff, and UNHCR's policy on the employment of persons with disabilities was issued in December 2008. Also in 2008, the policy to establish the minimum standards for response to HIV in the workplace through "UN Cares" was introduced.

22. UNHCR held its second Global Staff Survey between July and October 2008, calling on staff across the world to express their opinion on 12 themes, including communication, job and organizational culture, professional development, management, human resources policies and ethics. A total of 57 per cent of core staff responded. A Steering Committee was formed by the High Commissioner to ensure dedicated global follow-up to the responses.

C. Results-based management

23. Results-based management is about strengthening UNHCR's responsiveness to the needs of the people it serves. It is a commitment to achieving the right results in the most efficient and effective manner. UNHCR has embarked on five key initiatives: i) the results framework; ii) the results-based management systems tool, *Focus*; iii) the global needs assessment; iv) the revised budget structure; and v) the global management accountability framework. These initiatives reflect the transition to a culture of results-based management in the organization.

Results framework and Focus

24. The results framework is a protection-based framework that provides a standardized description of the results the Office wants to achieve. It was issued in December 2008 with instructions on reporting in 2008, implementation in 2009 and planning for 2010-2011. UNHCR designed and developed the software, *Focus*, to be able to plan, budget and report its programmes according to the results framework. The software strengthens the organization's capacity to articulate, analyse and measure results at different levels. It was rolled out to all operations in the beginning of 2009 and will be used to plan, budget and report on the 2010-2011 programmes.

Global needs assessment

25. In early 2008, UNHCR launched the global needs assessment (GNA), designed to more fully express the needs of persons of concern to the Office and present plans, activities, and levels of resources required to meet these needs. It was piloted in several countries in 2008 and introduced globally in the first quarter of 2009.

26. The GNA methodology builds on a range of tools that UNHCR has developed in recent years to improve assessment; participatory planning; strategic-thinking; age, gender and diversity analyses; and capacity building. It consolidates these tools, aligning the assessments of needs with

planning and resource mobilization mechanisms. This has been made possible through the use of the new results framework and *Focus*.

27. Results of the pilot projects showed that a startling 30 per cent of the needs of people of concern to UNHCR remained unmet. They showed that access to asylum systems, reception facilities, registration, documentation and border monitoring needed to be improved. Furthermore, disturbing gaps in health services, education, shelter and food security were identified. To address the needs in the eight pilot countries, the Office included requirements totalling US$ 63.5 million in its 2009 budget.

28. As the GNA moved from a pilot to a mainstream initiative, it has generated significant interest among States and other partners. Under the GNA, Governments, operational partners, and people of concern, become more involved in the planning process, as it requires all stakeholders to seek a common understanding of the extent of the needs and how they can be met. All regional and country offices have based their operation plans for the 2010-2011 biennium on comprehensive needs assessments.

The revised budget structure

29. In March 2008, the Standing Committee of UNHCR's Executive Committee approved a new budget structure, with four "pillars". These pillars cover: i) the global refugee programme; ii) the global stateless programme; iii) global reintegration projects; and iv) global IDP projects. The new structure will take effect as of the 2010-2011 biennium. To be able to position the results of the GNA in the budget structure and to prioritize them, the Office is elaborating a new set of global strategic priorities.

Global management accountability framework

30. A draft global management accountability framework was developed in 2008 and is being tested during 2009. This framework is expected to foster stronger organizational accountability towards the populations UNHCR serves, as it maps accountability, responsibilities and authorities across the organization.

D. Regionalization and decentralization

31. In support of efforts made in recent years to empower and capacitate the Field, where the core of the Office's work is carried out, UNHCR began to pursue in 2009 a more robust model of decentralization and regionalization in Europe and the Americas. For Europe, the Director of the Bureau was relocated to Brussels, and for the Americas, the Deputy

Director was relocated to Panama. While it is too early to assess the results of these changes, it is expected that UNHCR's strategic presence in these regions will be strengthened and responsiveness will be enhanced.

V. Protection and operations

A. Major challenges

32. Factors influencing patterns of conflict and forms of displacement include the reduction of humanitarian space, restrictions on access for humanitarian workers, more emphasis by States on state sovereignty, increasing urbanization,[1] extreme poverty and poor governance. In addition, it has become increasingly evident that environmental factors such as climate change, drought, and declining resources and inequitable access to them, are having a greater impact on displacement than ever before.[2]

33. Ongoing and new emergencies in Afghanistan, the Democratic Republic of the Congo, Iraq, Pakistan, Somalia and the Darfur region of Sudan, caused mass displacement during the reporting period. Meanwhile several smaller emergencies involving refugees from the Central African Republic, Chad and Eritrea put UNHCR's response capacity to the test.

34. In Afghanistan, intensified conflict and the deliberate targeting of aid workers limited access by humanitarian organizations to approximately half of the country. Some 2.7 million Afghans remained in exile in the Islamic Republics of Iran and Pakistan, deterred from return by violence and a lack of land and livelihood. Furthermore, by the end of June 2009, some 2 million people had been displaced in Pakistan's North-West Frontier Province and the Federally Administered Tribal Areas, where humanitarian organizations have limited access.

35. While the overall security situation improved in Iraq at the beginning of this year, some 1.6 million Iraqis remained in exile in Jordan and the Syrian Arab Republic, according to the estimates of the host Governments. Some 2.6 million Iraqis remained displaced within the country. For returns to occur in safety and dignity, security, property restitution or

[1] The High Commissioner's third Dialogue on Protection Challenges, to be held in December 2009, will focus on the theme: "Challenges for persons of concern to UNHCR in urban settings". The Dialogue will seek to shed light on the implications for mounting humanitarian operations to protect and assist populations in urban settings and will provide an opportunity to share good practices.

[2] See *Climate change, natural disasters and human displacement: a UNHCR perspective*, UNHCR, October 2008.

compensation, and full and equitable access to public services, will need to be established.

36. In Sudan's Darfur region, some 2.7 million people remained displaced internally, while nearly 250,000 refugees were hosted in 12 UNHCR-run camps in Chad. In March 2009, the enforced departure and/or the suspension of activities of 16 humanitarian and human rights, non-governmental organizations (NGOs) from Sudan seriously reduced the international community's capacity to provide assistance. This threatened humanitarian initiatives, endangered the lives of both IDPs and Chadian refugees and raised the prospect of heightened tensions and further displacement. The absence of a political agreement between the Government and the different rebel movements undermined the ability of the joint United Nations-African Union Mission to provide security to the affected populations. In June, UNHCR began a programme to distribute identity cards to over 100,000 Sudanese refugees in the camps in Chad. The ID cards are helping facilitate freedom of movement within the host country and providing access to some basic rights, in line with the 1951 Convention.

37. In Somalia, where UNHCR coordinated protection and shelter activities for 1.3 million displaced people, the security situation remained highly volatile. Although 65,000 IDPs returned to Mogadishu in early 2009 when a new Government was established and Ethiopian troops withdrew, renewed fighting again displaced more than 200,000 people between May and June. This also prompted further movements to neighbouring countries, mainly Kenya which is receiving the largest number of Somali refugees, as well as Djibouti, Ethiopia, and Yemen. As a result, the capacity in the camps in north-eastern Kenya was seriously stretched far beyond the limits. In *Somaliland* and *Puntland*, UNHCR could provide only very limited protection and assistance to 11,000 refugees and asylum-seekers, due to constraints in security and access. The ongoing hostilities in the north of Yemen hindering access to IDPs, and the ever-growing numbers of refugees and other migrants arriving in the country from the Horn of Africa, particularly Somalia, create major challenges for the Government of Yemen as well as for UNHCR.

38. The protection of displaced people in a number of long-running local conflicts, which were often removed from international media attention, has been a major concern. In the Central African Republic, some 25,000 refugees were forced to flee to Chad and Cameroon during 2008, bringing the total number of refugees from the Central African Republic in these two countries to almost 124,000. In addition, some 200,000 people were internally displaced and suffered grave deprivation. Hostilities in the

Democratic Republic of the Congo, particularly in the eastern provinces, aggravated the humanitarian situation there, provoking renewed displacement. The estimated 1.4 million IDPs in the country were often subject to armed attack, sexual and gender-based violence (SGBV), and recruitment, including of children, by armed groups.

39. After a visit to Sri Lanka in April 2009, the Representative of the Secretary-General on the Human Rights of IDPs called on the Liberation Tigers of Tamil Eelam to allow civilians to leave the fighting area, and on government forces to respect the no-fire zone, allow humanitarian agencies unhindered access, respect freedom of movement, and maintain the civilian character of IDP sites. Humanitarian agencies including UNHCR mounted a major humanitarian operation to assist IDPs and provide them with food, medical services and shelter. By late May 2009, fighting had come to an end and close to 280,000 IDPs had been registered and accommodated in 41 sites spread across four districts. UNHCR and its partners continue to advocate for improved conditions in the IDP sites, including freedom of movement and family reunification, and for early voluntary returns once basic services have been restored and mine clearance activities carried out.

40. In Colombia, an estimated 3 million people remained internally displaced, with nearly 300,000 in a refugee-like situation in neighbouring countries. The Colombian authorities made positive steps to improve the protection of the IDP population, drawing on the country's well-developed legal framework. Nevertheless, serious gaps in the implementation of those measures put in place to protect the population, persisted. In May 2008 the Constitutional Court ordered the establishment of 13 government programmes in order to protect IDP women, prioritize their access to emergency humanitarian assistance, and investigate SGBV cases. In January 2009, the Court also ordered urgent measures to protect indigenous groups.

41. In Georgia, out of more than 130,000 people who fled the South Ossetia conflict in August 2008, some 14,000 were still displaced at the beginning of 2009. Out of over 245,000 who were displaced in 1992, it is estimated that approximately 45,000 people may have spontaneously returned, or are in the process of going back to their homes in the Gali district. Their reintegration process has, however, not been concluded, as many of these people frequently travel to and from their homes, especially during the harvesting seasons. A verification and profiling exercise is needed to better assess the needs of spontaneous returnees and their host communities. In response to all persons of concern in Georgia, UNHCR continues to work to build confidence; to promote dignified and safe return

for those who wish to do so; and, when no other solution is available, to support the integration of IDPs in their existing location.

B. Refugee protection in the context of international migration

42. The principle of *non-refoulement* remains the cornerstone of international refugee protection. Nevertheless, forced returns of asylum-seekers and migrants without assessment of their international protection needs occurred repeatedly, in particular where the arrival was deemed illegal. Some 1,777 reliable reports of *refoulement* were received in 2008 concerning at least 58 countries. In at least 47 countries, asylum-seekers' access to territory fell below acceptable standards, and in at least 55 countries, border authorities did not systematically refer asylum-seekers to competent authorities. UNHCR received credible accounts of hundreds of Eritreans being detained and deported, despite repeated appeals to the authorities concerned to refrain from forcible return.

43. The Office was often denied access to detention centres to determine international protection needs despite States' obligations to extend cooperation under the 1951 Convention and other international norms. Refugees and asylum-seekers were held for indefinite periods, in violation of applicable international standards and agreements. Sometimes people fleeing, including persons likely to have a *prima facie* need for international protection, were denied admission at the border or turned back at sea. In South-east Asia, the Office expressed strong concern at reports in early 2009 that large groups of "boat people" were being intercepted and towed back out to sea, resulting in loss of life. In Central Asia, the forced return of longstanding Afghan refugees from Uzbekistan was of particular concern. In Europe, the return of "boat people" to north African countries without assessment of their protection needs was also worrisome.

44. On a positive note, the hospitality extended by major refugee-hosting countries in the Middle East, notably Jordan and the Syrian Arab Republic, to large numbers of Iraqi refugees, in addition to hundreds of thousands of Palestinian refugees, is noteworthy. Yemen has also been a positive example, generously granting *prima facie* refugee recognition to Somalis fleeing hostilities in their home country, despite significant economic, social, security and other challenges facing the country.

C. Strengthening the implementation of the 1951 Convention (and the 1967 Protocol) and the Statelessness Conventions

45. The number of States parties to the 1951 Convention and/or 1967 Protocol remained at 147 during the reporting period. In some parts of the

world, notably Asia, the Middle East and North Africa, accessions lag behind. Despite traditions of hospitality and asylum in these regions, there is continued reluctance to establish more formal legal frameworks. This is without prejudice to the important progress made in some countries in North Africa, notably in Mauritania, where a refugee law has been adopted and a refugee status determination procedure established; and in the Libyan Arab Jamahiriya, where draft national refugee law has been prepared and is currently under consideration by the competent Libyan authorities.

46. By the end of June 2009, the total number of States parties to the 1954 Convention relating to the Status of Stateless Persons increased to 63, while 35 States were party to the 1961 Convention on the Reduction of Statelessness. Increasing the numbers of States parties to these conventions is a key strategy for countering statelessness.

D. Identification, prevention and reduction of statelessness and the protection of stateless persons

47. Information on many statelessness situations continues to be scarce and impairs the crafting of appropriate responses. Many States continue to view nationality issues as sensitive and within the exclusive realm of national sovereignty and are thus reluctant to share information or to address statelessness.

48. UNHCR continued to increase the range and geographic scope of activities undertaken to address statelessness, including through support for studies, registration and population censuses, and documentation campaigns; advocacy for accession to the statelessness conventions; technical assistance to States to close the gaps which cause and perpetuate statelessness; and information and legal advice to individuals. In Nepal for example, the Office supported the Government and, through NGO partners, assisted people who had not previously benefited from a massive campaign to acquire citizenship certificates. In Kyrgyzstan, UNHCR conducted an extensive survey that identified and registered some 10,000 stateless people previously unknown to the Government. And in Côte d'Ivoire, the Office and NGO partners assisted over 6,000 individuals with late birth registration and the issuance of documentation so that they could prove Ivorian nationality. UNHCR also gave guidelines to the United Nations Economic Commission for Europe on the use of population censuses to identify stateless people; provided input to the Human Rights Council on arbitrary deprivation of nationality; and worked with the Council of Europe on the draft of a recommendation on children and nationality.

E. Protracted refugee situations

49. Almost 6 million people have been living in exile for five years or longer, with no durable solution in sight.[3] Close to 30 protracted refugee situations can be found worldwide, the vast majority in African and Asian countries that are already struggling to meet the needs of their own populations. In an effort to reinvigorate the search for solutions to protracted refugee situations, the High Commissioner launched a special initiative in 2008. This initiative, which also aims to improve the quality of life for populations who have lived in exile for years, focuses on five situations: Afghan refugees in the Islamic Republics of Iran and Pakistan; Rohingya refugees in Bangladesh; Bosnian and Croatian refugees in Serbia; Burundian refugees in the United Republic of Tanzania; and Eritrean refugees in eastern Sudan.

50. The second meeting of the High Commissioner's Dialogue on Protection Challenges, which took place in December 2008, drew further attention to the subject of protracted refugee situations and the need for durable solutions. This Dialogue was attended by 135 delegations representing some 90 States and more than 50 national, international, intergovernmental and non-governmental organizations. Political will to achieve durable solutions remains the most essential ingredient in addressing protracted refugee situations, and UNHCR continues to work towards strengthening international commitment to this end.

F. Global priorities and response

Safety and security of staff and populations of concern

51. Attacks on aid workers are on the increase.[4] In Pakistan in 2009, a UNHCR vehicle was ambushed in broad daylight. The driver was shot dead at close range and the Head of Sub-office Quetta was taken hostage and held captive for 63 days before being released. Some months later, a colleague who was part of the Emergency Roster Team was killed in the bombing of the Pearl Continental Hotel in Peshawar. As this report was being written, a third staff member was killed in Pakistan when gunmen opened fire on him as he was working in the Kutcha Gari camp, on the border of the Federally Administered Tribal Areas in North-West Frontier Province. Another colleague was injured during the attack. In 2008, the

[3] This number excludes the more than 4 million Palestinian refugees who fall under the mandate of the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA).

[4] Humanitarian Policy Group Brief No. 34/2009: *Providing aid in insecure environments* Update.

Head of UNHCR's Office in Mogadishu was abducted and detained for more than two months before being released. These incidents are a clear reminder of some of the challenges faced by UNHCR. By the very nature of the Office's mandate, staff members are particularly vulnerable as they often have to work in remote and unstable regions.

52. As part of the United Nations security management system, UNHCR is active in the process the United Nations is currently undertaking to deliver more effectively in challenging environments. The Office welcomes the recent shift from a "when-to-leave" to a "how-to-stay" approach, which will allow it to continue programme activities by better integrating security and programme planning. In 2008, UNHCR contributed over US$ 5 million to the United Nations Department of Safety and Security budget, with additional contributions for local cost-sharing arrangements. UNHCR continues to place strong emphasis on training, including on hostage incident management. The Office remains committed to ensuring that security management is incorporated in all of its activities and that operations are conducted in as safe a manner as possible.

53. The protection of civilians is primarily a responsibility of States. As a humanitarian agency, UNHCR has limited capacity to provide physical security for people of concern. In some situations, ensuring the security of camps and maintaining their civilian and humanitarian character was only possible with the support of peacekeepers, as for instance in eastern Chad, where their support is helping dissuade attacks on camps and the recruitment of children, and reduce the threat of banditry and sexual violence. A global review of practices and development of guidelines in the area of beneficiary security is currently under way. In the Darfur region of Sudan, violence (including SGBV) and insecurity in and around IDP and refugee camps increased during the reporting period, with weapons prevalent inside some camps.

Age, gender and diversity mainstreaming

54. After introducing the age, gender and diversity mainstreaming (AGDM) strategy across all operations, UNHCR developed a three-year AGDM ACTION Plan in 2008. The strategy is aimed at taking into account the different needs, interests and resources of women and men, and girls and boys, at every step of the displacement cycle, in protection delivery, and in programme design, planning, implementation, monitoring and evaluation. By adopting a rights and community-based approach, the AGDM strategy promotes the participation and empowerment of individuals and communities to address the inequalities and discrimination that women and girls face.

55. An accountability framework has also been established, providing operations with a mechanism to measure progress in implementing policies related to the protection of women and children, as well as a rights and community-based approach to operations management. The accountability framework aims to demonstrate organizational leadership by placing accountability with senior management in a transparent, public and personal manner. As such, it is a pioneering initiative in ensuring that persons of concern are placed at the centre of the decision making which affects their lives. Analysis of the first results showed that progress in compliance varied by region. For example, operations in Africa reported the highest rates of compliance in preventing and countering sexual and gender-based violence, while operations in Asia scored high on activities to improve the protection of women and children. The analysis also revealed constraints related to staffing, socio-cultural obstacles and the engagement of partners.

Environment

56. The presence of refugees and IDPs can have a damaging effect on the environment, particularly when large groups of people are confined to ecologically fragile areas. Over the years, UNHCR has introduced activities to mitigate such impact and help persons of concern adapt to resource-scarce environments. These activities range from providing guidance and training on sound environmental management to practical actions, such as introducing energy-efficient stoves, solar cookers and small-scale sustainable agriculture, as well as supporting the planting of some 10 million trees annually. The Office continues to work together with other agencies concerned with environmental management, particularly in the context of cluster arrangements, Delivering as One, and other coordination mechanisms, to promote the sustainable conservation and rehabilitation of areas affected by the presence of displaced populations.

57. Unfortunately however, environmental sustainability has often taken a back seat to the life-saving needs of people of concern, as the technical and financial resources to meet environmental needs have declined over the last years. Opportunities are being missed to help host communities counter the environmental impact of the presence of refugees and IDPs. A key challenge is to ensure that sufficient, continuous technical expertise in environmental programming exists in the organization and through implementing partners.

G. Emergency preparedness and response

58. UNHCR strengthened its emergency preparedness and response capacities, as well as its early warning mechanisms. Training annually at least three emergency response teams, the Office brought its roster of deployable staff up to 300. The emergency roster members can be called upon for deployment within 72 hours in an exceptional state of mobilization for a large-scale emergency. The procurement of non-food items and systematic replenishment of the central emergency stockpile proved an ongoing challenge during 2008, but the Office maintained the capacity to provide emergency shelter and household items to some 500,000 people of concern.

59. The organization's involvement in assisting people displaced within their country as a result of natural disasters has traditionally been determined on a case-by-case basis. When it has an established operation in a country struck by natural disaster, the High Commissioner has offered support to the concerned government and local authorities in response to the humanitarian imperative and as a contribution to United Nations relief efforts. UNHCR's presence in deep field locations and its centrally located emergency stockpiles allow it to provide immediate humanitarian assistance. In 2008, UNHCR provided staff support, non-food items and other materials to victims of natural disasters in China (earthquake), Myanmar (cyclone) and Yemen (floods).

VI. Durable solutions

60. The large-scale repatriation movements observed in the past have decelerated. Return figures have continuously dropped since 2004 and current levels are among the lowest in decades. However, UNHCR's efforts for securing alternative solutions such as local integration and resettlement are gaining new ground.

A. Voluntary repatriation

61. The main countries of return in 2008 included Afghanistan (278,500), Burundi (95,400), Sudan (90,100), the Democratic Republic of the Congo (54,000), Iraq (25,600), and Angola (13,100).

62. While more than 278,000 registered Afghans returned to their homeland in 2008, the security situation there continued to deteriorate. Many returned to Afghanistan because of the worsening economic and political situation in Pakistan. Some 10 per cent of people who returned were forced into onward displacement. More than 5 million Afghans have

gone back since 2002, however returnees continue to face difficulties as the country's absorption capacity reaches its limit. At the International Conference on Return and Reintegration, co-chaired by the Government of Afghanistan and UNHCR in November 2008, returnee reintegration was included in the Afghanistan National Development Strategy. The international community pledged to assist the Afghan Government in increasing the country's ability to absorb returnees.

63. In Sierra Leone, a comprehensive approach was adopted. With evidence of a return to regional peace and stability, UNHCR put significant efforts into seeking solutions for refugees, both before and after its June 2008 recommendation that cessation for Sierra Leonean refugees be invoked as of 31 December 2008. Cash and transport assistance was made available to Sierra Leonean refugees wishing to repatriate. Large-scale resettlement ceased but UNHCR continued to resettle on a case-by-case basis, refugees with specific needs. The Office also launched a local integration initiative in West Africa, targeting refugees from both Sierra Leone and Liberia. The initiative combined community-based integration support with assistance to refugees in utilizing the work and residence rights available to them under the Economic Community of West African States (ECOWAS) free movement protocols.

64. UNHCR's repatriation operation for Burundian refugees living in the United Republic of Tanzania which began in 2002 reached the 300,000 mark in March 2008. More than 30,000 refugees from old settlements established after the 1972 influx are included in the return figures for 2008. As a consequence of these movements, the camps in north-western Tanzania fell below the 200,000 mark for the first time in 15 years.

65. Other notable repatriation movements included 14,000 Mauritanian refugees who repatriated with UNHCR's assistance, and nearly 11,000 Liberian refugees, mainly from Ghana.

B. Local integration

66. UNHCR continued to pay particular attention to possibilities for local integration. In Africa, opportunities emerged for refugees from the Democratic Republic of the Congo in Angola; Nigerians in Cameroon; Congolese in Gabon; Togolese in Ghana; and Ghanaians in Togo. In the United Republic of Tanzania, the Government continued to implement a programme of local integration for some 176,000 Burundian refugees who fled their country in 1972, while voluntary repatriation support was available for those opting to return. In Europe, UNHCR worked to reduce obstacles to integration as identified by a recent European Commission-

supported study on the local integration of refugees in Belarus, the Republic of Moldova, and Ukraine. The Government of The former Yugoslav Republic of Macedonia adopted a strategy for 2009-2015 for the integration of refugees and other non-citizens. In Asia, the naturalization of around 3,000 former Cambodian refugees in Viet Nam made progress. In Latin America the "Cities of Solidarity" and "Borders of Solidarity" programmes through the Mexico Plan of Action, aimed to facilitate self-sufficiency and local integration.

C. Resettlement

67. The search for comprehensive solutions to protracted refugee situations continued to yield results. More than 16,000 refugees from Myanmar left Thailand and over 13,000 Bhutanese left Nepal in 2008 in major resettlement efforts.

68. UNHCR has responded to protection needs and calls from the international community to expand resettlement to an increasing number of vulnerable refugees, including its use as a viable durable solution to be integrated into all protection and solutions strategies. More than 121,000 resettlement submissions and 65,800 departures in 2008 represented a 22 per cent and 32 per cent increase respectively compared to 2007, while submissions of women-at-risk for resettlement increased by 42 per cent, demonstrating UNHCR's commitment to implementing its Executive Committee Conclusion No. 105 (LVII) 2006 on Women and Girls at Risk. UNHCR also worked with many partners to encourage more participation by European countries in global resettlement efforts.

69. UNHCR estimates the number of refugees in need of resettlement in 2010 at about 747,000 persons, including populations where resettlement is envisioned over a period of several years. This represents a significant increase on estimates reported for 2009 (560,000 persons). Yet only some 79,000 places annually are offered by all resettlement states together. In the last two years, UNHCR has identified and submitted more individuals for resettlement than the number of places made available by resettlement countries. It is imperative that UNHCR's efforts to expand resettlement are matched by commitments from States to provide more opportunities for refugees to be resettled and prioritize places for those most in need of this solution.

70. The increase in resettlement needs is partly explained by UNHCR's focus on multi-year planning and the strengthened role of resettlement in comprehensive solutions strategies. Efforts have been made in five of the six priority, protracted refugee situations of the High Commissioner's

Initiative to better integrate resettlement in protection and solution strategies. The role of resettlement in contributing to human security and human participation in peace building is demonstrated not only in terms of providing protection and solutions for refugees but also in forging comprehensive solutions to refugee situations.

71. As part of efforts to improve protection against *refoulement* and the urgent resettlement of people in perilous situations, UNHCR operationalized in 2008 the concept of an "evacuation transit facility" to provide a temporary safe haven for refugees, pending final resettlement to a third country. The first evacuation facility opened in Romania in 2008. Further initiatives in other regions of the world are being explored.

VII. Partnerships and coordination

72. UNHCR strengthened its strategic partnerships with a wide variety of actors, including governments, the European Commission, United Nations agencies, international and regional organizations, and the International Red Cross and Red Crescent Movement. The Office also bolstered collaboration with NGOs, academic institutions, financial institutions, bilateral donor agencies, corporations, and individuals from the private sector.

73. In the Inter-Agency Standing Committee (IASC), UNHCR contributed to formulating policies on humanitarian reform, managing the Central Emergency Response Fund, and redefining and improving the humanitarian coordinator system. UNHCR was fully engaged in the cluster approach and prioritized its cluster lead responsibilities both at the global and field levels, in the areas of protection, emergency shelter, and camp coordination and management. Significant emphasis has been placed on the issue of humanitarian space, in particular access to beneficiaries. The Office has also contributed to the IASC informal task force on climate change and the humanitarian consequences of this phenomenon. With regard to the Delivering as One initiative, UNHCR is working in five of the eight pilot countries to make sure that people of concern are included in the respective common country assessment and the United Nations development assistance framework.

74. Bilateral relations with key partners remain strong. For example, UNHCR and the World Food Programme (WFP) worked together to include people of concern in food assistance programmes. More than 2.2 million refugees, 300,000 returnees and 5 million IDPs in some 30 countries received WFP food assistance in 2008. UNHCR harmonized its HIV and AIDS strategic plan and programmes with those of other

UNAIDS co-sponsors. It was active in key regional initiatives on AIDS in Africa, making sure that refugees, IDPs and returnees were included in national HIV programmes. With the World Bank, UNDP, and bilateral agencies such as the Japan International Cooperation Agency, UNHCR worked to bring about development support in transition situations. Partnerships with the United Nations Educational, Scientific and Cultural Organization and the United Nations Children's Fund allowed UNHCR to benefit from technical expertise in areas such as quality education, teacher training, the recognition of diplomas and certification, and curriculum development.

75. NGOs remain the Office's largest group of partners. In 2008, 25 per cent of UNHCR's total expenditure was channelled through 635 NGOs (163 international and 472 national) and more than 1220 agreements were signed, covering all sectors of assistance. The Office is committed to maintaining strong ties with NGOs as one of the best ways to ensure that the basic needs of refugees and others of concern are met.

76. Support from the corporate and private sectors for UNHCR increased. The Bill and Melinda Gates Foundation and the United Nations Foundation provided significant cash contributions, while corporate members of UNHCR's Council of Business Leaders developed innovative campaigns and tools to support the Office. UNHCR developed a global partnership with Grameen Trust, as part of its livelihoods strategy. It is also forging a partnership with the Khalifa Foundation of the United Arab Emirates and the Qatar Charity Organization. In 2008, UNHCR received for the sixth consecutive year more than €1 million in unearmarked contributions from the Dutch Postcode Lottery. UNHCR also found supporters in the world of sports. Campaigns and projects with the Football Club of Barcelona Foundation and the International Olympic Committee resulted in increased visibility and cash and in-kind contributions, in particular for education, sports and recreational projects. Microsoft and Pricewaterhouse Coopers are supporting the preparations of the global roll-out of the Community Technology Access (CTA) programme, which aims to enhance education and livelihoods opportunities for displaced communities.

77. The 2008 Nansen Award winners were the Coordinator of the United Nations Mine Action Coordination Centre in southern Lebanon and his 1,000 staff for their outstanding contribution to the safety and security of IDPS, returnees and humanitarian workers in Lebanon. The award money of US$ 100,000 will be used to support agricultural activities in southern Lebanon.

VIII. Financial management and oversight of programmes

A. Financial management

78. The total requirements for 2008 amounted to US$ 1,850.9 million, comprising US$ 1,174.2 million for the Annual Programme Budget and US$ 676.7 million for 27 Supplementary Programme Budgets. The funding level of the Annual Programme Budget was the same as in 2008, at 101 per cent, and for the Supplementary Programme Budget it was at 79 per cent (90 per cent in 2007). The year 2008 was rewarding in terms of fund raising. For the second year in a row, UNHCR received more contributions than ever before. In 2008, US$ 255.5 million more in activities were implemented than during the previous year. Despite the onset of the global financial crises, UNHCR ended the year with a healthy balance.

79. Total budgets for 2009 currently amount to a total of US$ 2,210.3 million, comprising US$ 1,275.5 million under the Annual Programme Budget and US$ 934.8 million for 29 supplementary programmes. Over 55 donors had pledged US$ 462.9 million to UNHCR's 2009 programmes before and during the Pledging Conference in December 2008. By the beginning of May 2009 the Office expected that the combined funding shortfall under the Annual Programme Budget and the Supplementary Programme Budgets could be US$ 385.5 million at the end of the year.

B. Oversight and audit

UNHCR audit service

80. The United Nations Office of Internal Oversight (OIOS) provides internal audit services to UNHCR. From 1 July 2008 to 30 June 2009, the UNHCR Audit Service issued 21 audit reports on UNHCR operations and activities. The reports included 264 recommendations of which 242 were considered of medium/high risk. The recommendations were aimed at improving processes and procedures, as well as governance, management oversight, accountability, and risk management mechanisms. As at 30 June 2009, 84 per cent of these recommendations had either been implemented or were in the process of being implemented. More than half of the recommendations related equally to Programme and Project Management and to Supply Management.

Inspection and investigation

81. The Inspector General's Office (IGO) continues to be the principal oversight actor in UNHCR. In 2008, the IGO carried out 10 standard

inspections, two compliance missions, and two ad hoc inquiries. Three scheduled standard inspections had to be postponed to 2009 due to resource limitations. The IGO delivered a report to the High Commissioner on "Good Practices and Recurring Findings" from its inspections in 2004-2007. UNHCR's Senior Management Committee members were tasked to follow up on addressing its findings.

82. During 2008, the IGO received 274 complaints and opened 113 investigations into alleged misconduct. The number of investigations represented a 3.5 per cent reduction compared with 2007.

83. In the context of UNHCR's own reform process, the High Commissioner requested the Anti-Fraud Office of the European Commission (OLAF) to undertake a periodic independent review of the IGO during 2008. The OLAF panel presented its findings and recommendations in November 2008, and a Working Group was established to prepare a "road map" for implementing the report's recommendations. That implementation is already resulting in improvements in the procedures used by the IGO for conducting inspections, investigations and ad hoc inquiries.

84. An external audit of the IGO was also carried out in late 2008.

IX. Conclusion

85. Today's working environment for humanitarian staff dealing with forcibly displaced people is highly complex, requiring a decisive, coherent and dedicated response, in partnership with all relevant parties, notably States. The structural and management reform process launched in 2006 has now reached the consolidation phase, with an organization-wide commitment to results-oriented performance. This is not to say that UNHCR has no more to learn. Going forward, the Office will continue to review its working methods and adjust them as necessary to maximize delivery for its beneficiaries - the world's uprooted and stateless.

Table 1. Refugees, asylum-seekers, internally displaced persons (IDPs), returnees (refugees and IDPs), stateless persons, and others of concern to UNHCR by country/territory of asylum, end-2008 **Table established: 10 June 2009**

Country/territory of asylum[1]	REFUGEES					Returned refugees[5]	IDPs protected/ assisted by UNHCR, incl. people in IDP-like situations[6]	Returned IDPs[7]	Stateless persons[8]	Various[9]	Total population of concern
	Refugees[2]	People in refugee-like situations[3]	Total refugees and people in refugee-like situations	*Of whom assisted by UNHCR*	Asylum-seekers (pending cases)[4]						
Afghanistan	37	-	37	37	10	278,489	230,670	6,453	-	-	515,659
Albania	65	-	65	65	22	-	-	-	-	-	87
Algeria[10]	94,093	-	94,093	90,088	898	-	-	-	-	-	94,991
Angola	12,710	-	12,710	4,812	3,185	13,052	-	-	-	-	28,947
Argentina	2,845	-	2,845	375	730	1	-	-	-	-	3,576
Armenia[11]	3,953	-	3,953	3,226	171	1	-	-	-	-	4,125
Australia	20,919	-	20,919	-	2,159	-	-	-	-	-	23,078
Austria	37,557	-	37,557	-	36,693	-	-	-	464	-	74,714
Azerbaijan	2,061	-	2,061	2,061	41	-	603,251	-	2,078	472	607,903
Bahrain	48	-	48	48	49	-	-	-	-	-	97
Bangladesh	28,389	-	28,389	28,123	3	-	-	-	-	-	28,392
Belarus	609	-	609	247	54	-	-	-	7,818	2,420	10,901
Belgium	17,026	-	17,026	-	14,263	-	-	-	548	-	31,837
Belize	277	-	277	87	7	-	-	-	-	-	284
Benin	6,933	-	6,933	6,933	212	-	-	-	-	-	7,145
Bolivia (Plurinational State of)	664	-	664	288	91	-	-	-	-	-	755
Bosnia and Herzegovina	7,257	-	7,257	1,481	480	971	124,529	715	10,000	50,496	194,448
Botswana	3,019	-	3,019	3,019	182	-	-	-	-	-	3,201
Brazil	3,852	-	3,852	2,531	517	-	-	-	-	-	4,369
Bulgaria	5,129	-	5,129	-	1,079	-	-	-	-	-	6,208
Burkina Faso	557	-	557	557	604	-	-	-	-	-	1,161
Burundi	21,093	-	21,093	21,093	5,269	95,389	100,000	-	-	-	221,751
Cambodia	164	-	164	161	61	-	-	-	-	-	225
Cameroon	81,037	-	81,037	81,037	2,231	-	-	-	-	-	83,268
Canada	173,651	-	173,651	-	54,202	-	-	-	-	-	227,853
Central African Rep.	7,429	-	7,429	4,319	1,454	18	197,000	-	-	-	205,901
Chad	302,687	27,823	330,510	302,685	54	4,415	166,718	37,615	-	-	539,312
Chile	1,613	-	1,613	1,613	890	-	-	-	-	-	2,503
China	300,967	-	300,967	55	20	-	-	-	-	4	300,991
Colombia	170	-	170	170	82	31	3,000,000	-	11	-	3,000,294
Comoros	-	-	-	-	-	-	-	-	-	-	-
Congo, Rep. of	24,779	-	24,779	13,730	3,255	105	-	-	-	-	28,139
Costa Rica	11,923	6,213	18,136	14,431	463	-	-	-	-	-	18,599
Côte d'Ivoire	24,811	-	24,811	24,811	297	49	683,956	25,092	-	-	734,205
Croatia	1,378	219	1,597	1,597	62	1,147	2,497	376	180	28,084	33,943
Cuba	525	-	525	405	10	-	-	-	-	-	535
Cyprus	1,465	-	1,465	-	8,014	-	-	-	-	-	9,479
Czech Rep.	2,110	-	2,110	2,110	1,448	-	-	-	-	-	3,558
Dem. Rep. of the Congo	155,162	-	155,162	2,894	10	54,043	1,460,102	-	-	6	1,669,323
Denmark	23,401	-	23,401	-	527	-	-	-	3,687	-	27,615
Djibouti	9,228	-	9,228	8,924	428	-	-	-	-	-	9,656
Ecuador	19,098	62,300	101,398	19,098	33,919	-	-	-	-	-	135,317
Egypt	97,861	-	97,861	27,861	14,680	-	-	-	64	-	112,605
El Salvador	32	-	32	30	-	-	-	-	-	-	32
Equatorial Guinea	-	-	-	-	-	1	-	-	-	-	1
Eritrea	4,862	-	4,862	4,820	130	92	-	-	-	-	5,084
Estonia	22	-	22	-	7	-	-	-	110,315	-	110,344
Ethiopia	83,583	-	83,583	83,583	1,667	167	-	-	-	-	85,417
Fiji	-	-	-	-	6	-	-	-	-	-	6
Finland	6,617	-	6,617	-	2,742	-	-	-	1,397	-	10,756
France	160,017	-	160,017	-	33,703	-	-	-	1,006	-	194,726
Gabon	9,001	-	9,001	9,001	4,306	-	-	-	-	-	13,307
Gambia	14,836	-	14,836	8,961	-	-	-	-	-	-	14,836
Georgia	996	-	996	996	19	-	293,048	102,800	1,544	-	398,407
Germany	582,735	-	582,735	-	33,295	-	-	-	9,322	22,500	647,852
Ghana	18,206	-	18,206	18,206	490	-	-	-	-	-	18,696
Greece	2,164	-	2,164	-	38,061	-	-	-	258	-	40,483
Guatemala	130	-	130	-	5	-	-	-	-	-	135
Guinea	21,488	-	21,488	21,488	631	6	-	-	-	-	22,125
Guinea-Bissau	7,884	-	7,884	7,884	327	-	-	-	-	-	8,211
Haiti	3	-	3	3	-	-	-	-	-	-	3
Honduras	24	-	24	2	-	-	-	-	-	-	24
Hong Kong SAR, China	103	-	103	103	1,112	-	-	-	-	-	1,215
Hungary	7,750	-	7,750	7,750	2,521	-	-	-	241	-	10,512

Iceland	49	-	49	-	48	-	-	-	116	-	213
India	184,543	-	184,543	11,257	3,785	-	-	-	-	-	188,328
Indonesia	369	-	369	369	353	1	-	-	-	3	726
Iraq	39,503	-	39,503	39,503	2,057	25,644	2,647,251	195,890	230,000	-	3,140,345
Ireland	9,730	-	9,730	-	4,612	-	-	-	-	-	14,342
Islamic Rep. of Iran	980,109	-	980,109	980,109	1,707	95	-	-	-	-	981,911
Israel	394	8,743	9,137	9,137	4,631	-	-	-	-	1,102	14,870
Italy	47,061	-	47,061	-	-	-	-	-	722	-	47,783
Japan	2,019	-	2,019	251	2,288	-	-	-	1,573	-	5,880
Jordan[13]	500,413	-	500,413	53,081	685	1	-	-	-	-	501,099
Kazakhstan	4,352	-	4,352	711	126	-	-	-	7,602	-	12,080
Kenya	320,605	-	320,605	320,605	8,760	723	404,000	346,000	100,000	-	1,180,088
Kuwait	238	38,000	38,238	768	2,648	-	-	-	92,000	-	132,886
Kyrgyzstan	375	-	375	375	765	-	-	-	19,943	-	21,083
Lao People's Dem. Rep.	-	-	-	-	-	-	-	-	-	-	-
Latvia	32	-	32	-	36	-	-	-	365,417	-	365,485
Lebanon	50,319	100	50,419	10,564	524	-	-	-	-	-	50,943
Lesotho	-	-	-	-	-	-	-	-	-	-	-
Liberia	10,216	8	10,224	10,224	36	10,806	-	-	-	-	21,066
Libyan Arab Jamahiriya	6,713	-	6,713	6,713	4,834	-	-	-	-	-	11,547
Liechtenstein	89	-	89	-	14	-	-	-	-	-	103
Lithuania	751	-	751	-	100	-	-	-	5,900	-	6,751
Luxembourg	3,109	-	3,109	-	29	-	-	-	162	-	3,300
Madagascar	-	-	-	-	-	-	-	-	-	-	-
Malawi	4,175	-	4,175	4,175	6,541	-	-	-	-	-	10,716
Malaysia[14]	36,088	583	36,671	36,671	9,323	-	-	-	40,001	61,317	147,312
Mali	9,578	-	9,578	9,578	1,916	-	-	-	-	-	11,494
Malta	4,331	-	4,331	-	503	-	-	-	-	-	4,834
Mauritania	1,041	26,000	27,041	642	62	7,036	-	-	-	-	34,139
Mauritius	-	-	-	-	-	-	-	-	-	-	-
Mexico	1,055	-	1,055	83	18	-	-	-	-	-	1,073
Micronesia (Federated States of	1	-	1	-	-	-	-	-	-	-	1
Mongolia	11	-	11	-	-	-	-	-	358	-	369
Montenegro	24,741	-	24,741	24,741	1	-	-	-	1,500	-	26,242
Morocco	766	-	766	766	469	-	-	-	-	-	1,235
Mozambique	3,163	-	3,163	1,802	4,456	-	-	-	-	-	7,619
Myanmar	-	-	-	-	-	-	67,290	-	723,571	-	790,861
Namibia	6,799	-	6,799	6,799	1,323	20	-	-	-	-	8,142
Nepal	122,332	2,500	124,832	102,329	981	1	-	-	800,000	59	925,873
Netherlands	77,600	-	77,600	-	9,743	-	-	-	4,591	-	91,934
New Zealand	2,716	-	2,716	-	152	-	-	-	-	-	2,868
Nicaragua	147	-	147	51	-	-	-	-	-	-	147
Niger	320	-	320	194	24	-	-	-	-	-	344
Nigeria	10,124	-	10,124	10,124	1,218	2	-	-	-	-	11,344
Norway	36,101	-	36,101	-	13,627	-	-	-	489	-	50,217
Occupied Palestinian Territory	-	-	-	-	-	4	-	-	-	-	4
Oman	7	-	7	7	47	-	-	-	-	-	54
Pakistan[15]	765,720	1,015,215	1,780,935	765,720	2,951	5	155,809	-	-	-	1,939,700
Panama	1,913	15,000	16,913	3,707	601	-	-	-	1	-	17,515
Papua New Guinea	10,006	-	10,006	2,634	7	-	-	-	-	-	10,013
Paraguay	75	-	75	75	4	-	-	-	-	-	79
Peru	1,075	-	1,075	166	587	1	-	-	-	-	1,663
Philippines	104	-	104	10	89	-	-	-	-	87	280
Poland	12,774	-	12,774	-	4,403	-	-	-	839	-	18,016
Portugal	403	-	403	-	-	-	-	-	273	-	676
Qatar	13	-	13	13	37	-	-	-	1,200	-	1,250
Rep. of Korea	172	-	172	24	1,289	-	-	-	236	-	1,697
Rep. of Moldova	148	-	148	148	33	-	-	-	1,807	-	1,988
Romania	1,596	-	1,596	184	303	-	-	-	253	-	2,152
Russian Federation	3,479	-	3,479	3,479	1,800	70	91,505	1,096	50,000	-	147,950
Rwanda	55,062	-	55,062	55,062	352	11,790	-	-	-	-	67,204

Saint Lucia	-	-	-	-	1	-	-	-	-	-	1
Sao Tome and Principe	-	-	-	-	-	-	-	-	-	-	-
Saudi Arabia	240,572	-	240,572	572	192	-	-	-	70,000	-	310,764
Senegal	33,193	-	33,193	33,193	2,694	2	-	-	-	-	35,889
Serbia	96,739	-	96,739	96,738	39	858	225,879	518	17,050	-	341,083
Sierra Leone	7,826	-	7,826	7,826	329	321	-	-	-	-	8,476
Singapore	10	-	10	10	-	-	-	-	-	-	10
Slovakia	317	-	317	317	307	-	-	-	911	-	1,535
Slovenia	268	-	268	268	84	-	-	-	4,090	-	4,442
Somalia	1,842	-	1,842	1,842	9,246	1,476	1,277,200	-	-	-	1,289,764
South Africa[15]	43,546	-	43,546	-	227,125	-	-	-	-	-	270,671
Spain	4,661	-	4,661	-	-	-	-	-	26	-	4,687
Sri Lanka	269	-	269	269	393	1,739	504,800	20,800	-	-	528,001
Sudan	181,605	-	181,605	88,469	5,870	90,087	1,201,040	21,081	-	-	1,499,683
Suriname	1	-	1	1	-	-	-	-	-	-	1
Swaziland	775	-	775	612	445	-	-	-	-	-	1,220
Sweden	77,038	-	77,038	-	24,099	-	-	-	6,239	-	107,376
Switzerland	46,132	-	46,132	-	17,163	-	-	-	75	-	63,370
Syrian Arab Rep.[13]	1,105,698	-	1,105,698	230,041	2,243	8	-	-	300,000	-	1,407,949
Tajikistan	1,799	-	1,799	1,509	46	-	-	-	249	-	2,094
TfYR Macedonia	1,153	519	1,672	1,481	100	-	-	-	1,051	-	2,823
Thailand	112,932	-	112,932	112,932	12,578	-	-	-	3,500,000	-	3,625,510
Timor-Leste	1	-	1	1	16	-	15,860	-	-	-	15,877
Togo	9,377	-	9,377	1,318	452	4,798	-	-	-	-	14,627
Trinidad and Tobago	33	-	33	33	99	-	-	-	-	-	132
Tunisia	94	-	94	64	51	-	-	-	-	-	145
Turkey	11,103	-	11,103	11,103	7,117	1	-	-	2,734	306	21,261
Turkmenistan	79	-	79	79	-	1	-	-	8,500	-	8,580
Uganda[17]	162,132	-	162,132	162,132	9,243	104	853,000	603,000	-	-	1,627,479
Ukraine	2,201	5,000	7,201	252	1,307	-	-	-	56,350	-	64,858
United Arab Emirates	209	-	209	-	65	-	-	-	-	-	274
United Kingdom	292,097	-	292,097	-	14,400	-	-	-	205	-	306,702
United Rep. of Tanzania	321,909	-	321,909	321,909	254	-	-	-	-	-	322,163
United States of America	279,548	-	279,548	-	69,228	-	-	-	-	-	348,776
Uruguay	145	-	145	75	39	-	-	-	-	-	184
Uzbekistan	821	-	821	821	-	5	-	-	-	-	826
Vanuatu	3	-	3	3	1	-	-	-	-	-	4
Venezuela (Boliv. Rep. of)	1,161	200,000	201,161	20,842	11,936	-	-	-	-	-	213,097
Viet Nam	2,357	-	2,357	-	-	315	-	-	7,200	-	9,872
Yemen	140,169	-	140,169	140,169	831	-	100,000	-	-	-	241,000
Zambia	83,485	-	83,485	53,434	57	-	-	-	-	-	83,542
Zimbabwe	3,468	-	3,468	3,468	527	3	-	-	-	-	3,998
Various	-	-	-	-	-	49	-	-	-	-	49
Grand Total	9,050,398	1,428,223	10,478,621	4,598,433	827,323	603,943	14,405,405	1,361,436	6,572,167	166,856	34,415,751
UNHCR-Bureaux											
Central Africa-Great Lakes	978,159	27,823	1,005,982	811,730	17,185	165,761	1,923,820	37,615	-	6	3,150,369
East and Horn of Africa	763,857	-	763,857	670,375	35,344	92,649	3,735,240	970,081	100,000	-	5,697,171
Southern Africa	161,140	-	161,140	78,121	243,841	13,075	-	-	-	-	418,056
Western Africa	175,349	8	175,357	161,297	9,230	15,984	683,956	25,092	-	-	909,619
Asia and Pacific	2,577,767	1,018,298	3,596,065	2,044,563	40,221	280,651	974,429	27,253	5,109,233	61,470	10,089,322
Middle East and North Africa	2,278,151	72,843	2,350,994	610,037	35,003	32,693	2,747,251	195,890	693,264	1,102	6,056,197
Europe	1,616,015	5,738	1,621,753	158,244	273,070	3,048	1,340,709	105,505	669,658	104,278	4,118,021
Americas	499,960	303,513	803,473	64,066	173,429	33	3,000,000	-	12	-	3,976,947
Various	-	-	-	-	-	49	-	-	-	-	49
Total	9,050,398	1,428,223	10,478,621	4,598,433	827,323	603,943	14,405,405	1,361,436	6,572,167	166,856	34,415,751

Notes to Table 1 (June 2009)

The data are generally provided by Governments, based on their own definitions and methods of data collection.

A dash (-) indicates that the value is zero, not available or not applicable.

[1] Country or territory of asylum or residence.

[2] Persons recognized as refugees under the 1951 UN Convention/1967 Protocol, the 1969 OAU Convention, in accordance with the UNHCR Statute, persons granted a complementary form of protection and those granted temporary protection. In the absence of Government estimates, UNHCR has estimated the refugee population in 24 industrialized countries based on 10 years of individual refugee recognition.

[3] This category is descriptive in nature and includes groups of persons who are outside their country or territory of origin and who face protection risks similar to those of refugees, but for whom refugee status has, for practical or other reasons, not been ascertained.

[4] Persons whose application for asylum or refugee status is pending at any stage in the asylum procedure.

[5] Refugees who have returned to their place of origin during the calendar year. Source: country of origin and asylum.

[6] Persons who are displaced within their country and to whom UNHCR extends protection and/or assistance. It also includes people in IDP-like situations. This category is descriptive in nature and includes groups of persons who are inside their country of nationality or habitual residence and who face protection risks similar to those of IDPs but who, for practical or other reasons, could not be reported as such.

[7] IDPs protected/assisted by UNHCR who have returned to their place of origin during the calendar year.

[8] Refers to persons who are not considered nationals by any State under the operation of its laws. See table 7 for footnotes.

[9] Refers to individuals who do not necessarily fall directly into any of the other groups but to whom UNHCR may extend its protection and/or assistance services. These activities might be based on humanitarian or other special grounds.

[10] According to the Government of Algeria, there are an estimated 165,000 Sahrawi refugees in the Tindouf camps.

[11] According to the Government of Armenia, there are some 81,300 naturalized former refugees from Azerbaijan residing in Armenia.

[12] Refugee figures for Iraqis in Jordan and the Syrian Arab Republic are Government estimates.

[13] According to UNHCR, and based on lists provided by refugee communities in Malaysia, there are 45,900 unregistered asylum-seekers in Malaysia which share the same profile as the current population of asylum-seekers and refugees and who are being progressively registered and having their refugee status determined.

[14] Total refugee figures for Pakistan include recognized Afghan refugees (2,000), registered Afghans in refugee villages who are assisted by UNHCR (764,900), and registered Afghans outside refugee villages who are living in a "refugee-like" situation (1,015,200). Individuals in all categories have been issued a Proof of Registration Card by the Government of Pakistan. Following the completion of the registration exercise in 2007, those living outside refugee villages are now in the "refugee-like" category. They do not receive direct UNHCR material assistance but they benefit from advocacy and upon return reintegration support.

[15] Asylum-seekers (pending cases) refers to 138,000 undecided cases at first instance at the end of 2008 and 89,000 undecided cases at the end of 2007 (no update available).

[16] The IDP figure at the end of 2008 represents the remaining IDP population in camps and transit sites. They remain of concern to UNHCR together with those 603,000 who have already returned to their villages.

Source: UNHCR/Governments.

Table 2. UNHCR EXPENDITURE IN 2008 BY REGIONAL BUREAU AND TYPE OF ASSISTANCE ACTIVITY

In thousands of US Dollars

Regional Bureau / Country / Territory	Type of Assistance					Support		Total
	Emergency Assistance	Care and Maintenance	Voluntary Repatriation	Local Settlement	Resettlement	Programme Support	Management & Administration	
1. West Africa								
Benin	-	-	-	588.5	-	940.9	-	1,529.4
Côte d'Ivoire	-	2,794.1	770.7	2,777.8	-	2,033.2	-	8,375.9
The Gambia	-	-	-	16.4	-	59.0	-	75.5
Ghana	-	984.1	852.3	3,683.3	12.3	925.8	-	6,457.7
Guinea	-	1,933.4	17.4	3,492.4	-	2,426.3	-	7,869.5
Liberia	-	1,313.1	6,142.2	15,125.6	-	3,974.5	-	26,555.4
Mali	-	-	-	55.3	-	20.9	-	76.3
Nigeria	-	-	297.0	1,449.2	-	1,483.3	-	3,229.5
Senegal	-	-	1,810.3	1,169.3	605.6	4,613.2	-	8,198.4
Sierra Leone	-	979.8	790.2	3,228.4	4.5	1,617.4	-	6,620.2
Togo	-	-	-	343.4	-	35.9	-	379.3
Regional Activities	-	192.7	1,127.2	3,794.3	59.7	-	-	5,174.0
sub-total (1)	**-**	**8,197.2**	**11,807.3**	**35,723.9**	**682.2**	**18,130.5**	**-**	**74,541.2**
2. East and Horn of Africa								
Djibouti	960.5	2,367.8	-	-	46.2	1,071.2	-	4,445.8
Eritrea	-	3,459.6	224.5	-	-	811.5	-	4,495.6
Ethiopia	6,356.4	21,264.9	3,678.8	1,878.3	808.7	3,302.6	-	37,289.6
Kenya (incl. regional support hub)	9,402.2	43,920.1	2,193.6	81.4	946.5	9,572.9	-	66,116.7
Somalia	-	1,015.7	4,610.9	12,619.5	9.0	1,989.8	-	20,244.9
Sudan	2,032.7	4,508.6	63,904.9	12,943.4	150.0	6,456.9	-	89,996.4
Uganda	1,524.6	1,265.9	4,362.1	26,096.2	74.8	3,597.3	-	36,829.9
Regional Activities	-	345.1	-	-	-	-	-	345.1
sub-total (2)	**20,276.4**	**78,147.7**	**78,974.8**	**53,617.8**	**2,035.2**	**26,712.1**	**-**	**259,764.0**
3. Central Africa and the Great Lakes								
Burundi	-	2,966.2	27,766.9	-	46.4	3,967.1	-	34,746.6
Cameroon	3,343.6	3,976.1	-	1,858.6	364.4	1,130.1	-	10,672.7
Central African Republic	739.5	2,092.5	148.8	424.2	-	1,161.2	-	4,566.2
Chad	-	74,436.5	-	10,272.2	70.5	8,434.8	-	93,213.9
Congo, Republic of	-	1,833.7	822.5	1,802.8	27.5	1,527.5	-	6,014.0
Democratic Republic of the Congo	-	25,232.6	26,776.7	1,889.3	-	8,474.5	-	62,373.0
Gabon	-	-	-	1,193.2	187.8	862.0	-	2,243.0
Rwanda	-	7,171.9	389.0	-	60.4	1,157.4	-	8,778.7
United Republic of Tanzania	-	18,233.7	14,116.6	6,241.8	390.4	2,944.5	-	41,927.0
Regional Activities	-	8,846.4	79.9	-	28.0	-	-	8,954.3
sub-total (3)	**4,083.1**	**144,789.5**	**70,100.2**	**23,672.0**	**1,175.4**	**29,658.1**	**-**	**273,479.5**
4. Southern Africa								
Angola	-	-	757.3	2,058.3	-	1,754.5	-	4,570.2
Botswana	566.9	1,677.6	-	-	-	582.2	-	2,826.6
Malawi	-	1,515.8	-	125.4	4.0	556.1	-	2,201.2
Mozambique	461.3	89.5	-	2,241.4	-	618.9	-	3,411.1
Namibia	-	1,898.4	-	-	-	617.3	-	2,515.7
South Africa	3,154.5	-	121.1	2,795.4	295.1	3,671.7	-	10,037.8
Zambia	494.5	4,196.2	1,038.1	3,596.6	72.6	2,118.5	-	11,515.4
Zimbabwe	242.8	33.5	-	1,929.9	-	498.1	-	2,704.2
Regional Activities	558.2	936.2	669.2	15.5	226.6	-	-	2,405.7
sub-total (4)	**5,478.2**	**10,346.1**	**2,585.8**	**12,762.5**	**598.3**	**10,457.3**	**-**	**42,228.1**

In thousands of US Dollars

Regional Bureau / Country / Territory	Type of Assistance					Support		Total
	Emergency Assistance	Care and Maintenance	Voluntary Repatriation	Local Settlement	Resettlement	Programme Support	Management & Administration	
5. Middle East and North Africa								
Algeria	-	7,315.0	-	-	-	870.9	-	8,185.9
Egypt	1,752.3	132.1	202.5	3,401.4	11.9	1,494.9	-	6,995.2
Iraq	46,317.7	-	166.6	-	-	4,224.1	-	50,707.4
Israel	-	1,229.3	-	-	-	523.9	-	1,753.2
Jordan	42,565.8	659.2	-	-	255.6	2,105.9	-	45,556.5
Lebanon	5,861.7	1,121.5	-	-	543.2	1,259.7	-	8,806.1
Libyan Arab Jamahiriya	-	1,265.7	174.0	-	-	448.6	-	1,888.3
Mauritania	-	743.5	4,506.2	-	-	507.7	-	5,757.4
Morocco	-	1,201.7	-	-	4.5	413.9	-	1,620.2
Saudi Arabia	394.2	738.0	-	-	-	2,023.1	-	3,155.2
Syrian Arab Republic	103,720.3	968.3	-	-	18.4	3,425.6	-	108,122.6
Tunisia	-	442.6	-	-	-	196.7	-	639.3
United Arab Emirates	-	36.4	-	-	-	2,096.9	-	2,133.2
Western Sahara-Confidence Building Measures	-	1,833.4	-	-	-	958.4	-	2,791.8
Yemen	2,868.6	9,849.6	251.9	1,183.6	78.7	1,638.4	-	15,870.8
Regional Activities	3,519.2	1,374.2	-	-	-	-	-	4,893.4
sub-total (5)	**207,039.8**	**28,700.5**	**5,300.3**	**4,585.0**	**862.3**	**22,188.6**	**-**	**268,676.6**
6. Asia and the Pacific								
Afghanistan	-	58.9	66,598.6	-	-	7,856.9	-	74,514.4
Australia and New Zealand	-	475.4	-	-	-	617.9	-	1,093.4
Bangladesh	-	6,351.9	-	-	7.9	502.9	-	6,862.8
Cambodia	-	935.3	-	-	-	287.1	-	1,222.4
China	3,366.0	3,361.7	-	-	-	1,043.6	-	7,771.3
India	-	2,998.1	24.2	-	91.5	1,090.2	-	4,204.1
Indonesia	-	1,545.0	-	155.5	-	778.4	-	2,479.0
Islamic Republic of Iran	705.5	2,281.6	3,463.4	6,372.1	-	2,740.7	-	15,563.2
Japan	-	821.2	-	-	-	2,074.1	-	2,895.3
Kazakhstan	-	839.1	-	-	-	1,191.4	-	2,030.4
Kyrgyzstan	-	973.5	-	272.8	-	469.3	-	1,715.6
Malaysia	-	2,986.3	-	-	363.0	2,303.0	-	5,652.3
Mongolia	-	148.4	-	-	-	20.6	-	168.9
Myanmar	6,643.7	86.6	5,468.8	-	-	1,542.8	-	13,741.9
Nepal	-	8,030.0	-	-	1,328.9	1,599.5	-	10,958.2
Pakistan	9,858.1	14,149.5	1,866.7	-	41.4	4,730.4	-	30,656.1
Papua New Guinea	-	-	-	554.1	-	359.2	-	913.3
Philippines	-	-	-	174.1	-	38.4	-	212.5
Republic of Korea	-	330.9	-	-	-	418.0	-	748.7
Sri Lanka	2,035.5	756.6	-	14,427.7	-	2,903.9	-	20,123.7
Tajikistan	-	451.3	-	-	-	413.5	-	864.8
Thailand	-	11,121.6	-	-	194.4	2,615.2	-	13,931.4
Timor-Leste	-	46.2	-	100.6	-	67.4	-	214.1
Turkmenistan	-	89.2	-	379.5	-	430.3	-	899.1
Uzbekistan	-	135.8	-	-	-	-	-	135.8
Viet Nam	-	-	-	721.8	-	133.2	-	855.0
Regional Activities	-	5.0	1,336.6	38.8	-	-	-	1,380.4
sub-total (6)	**22,648.8**	**59,019.0**	**78,758.3**	**23,197.0**	**2,027.0**	**36,197.9**	**-**	**221,848.0**

In thousands of US Dollars

Regional Bureau / Country / Territory	Type of Assistance					Support		Total
	Emergency Assistance	Care and Maintenance	Voluntary Repatriation	Local Settlement	Resettlement	Programme Support	Management & Administration	
7. Europe								
Austria	-	-	-	679.3	-	305.0	-	**984.4**
Albania	-	364.9	-	-	-	363.4	-	**728.3**
Armenia	938.9	43.9	-	1,007.4	-	565.6	-	**2,555.8**
Azerbaijan	-	2,641.3	-	246.6	-	885.4	-	**3,773.3**
Belarus	-	-	-	914.7	-	418.1	-	**1,332.9**
Belgium	-	-	-	1,090.7	-	2,714.9	-	**3,805.6**
Bosnia and Herzegovina	-	4,723.8	-	-	-	1,406.1	-	**6,129.9**
Bulgaria	-	-	-	479.9	-	413.2	-	**893.1**
Croatia	-	-	2,780.2	309.4	-	423.7	-	**3,513.3**
Cyprus	-	-	-	384.7	-	477.0	-	**861.7**
Czech Republic	-	-	-	235.5	-	191.6	-	**427.1**
France	-	-	-	1,326.1	-	1,478.7	-	**2,804.9**
Georgia	14,659.0	832.6	-	4,538.3	-	1,676.2	-	**21,706.1**
Germany	-	-	-	1,152.3	-	1,314.8	-	**2,467.1**
Greece	-	-	-	774.8	-	381.1	-	**1,155.9**
Hungary	-	-	-	1,024.0	-	1,580.9	-	**2,605.0**
Ireland	-	-	-	242.8	-	481.3	-	**724.0**
Italy	-	-	-	2,455.6	-	1,459.2	-	**3,914.9**
Malta	-	70.3	-	41.8	-	-	-	**112.0**
Montenegro	-	1,805.1	-	-	-	837.3	-	**2,642.5**
Poland	-	-	-	461.2	-	411.4	-	**872.7**
Portugal	-	-	-	86.0	-	-	-	**86.0**
Republic of Moldova	-	-	-	396.1	-	317.2	-	**703.3**
Romania	-	-	-	410.5	-	543.5	-	**954.0**
Russian Federation	315.0	69.2	-	11,460.7	-	1,845.5	-	**13,710.4**
Serbia	-	5,048.5	1,219.7	12,793.3	-	4,331.8	-	**23,393.3**
Slovakia	-	-	-	365.3	-	78.0	-	**443.3**
Slovenia	-	-	-	97.9	-	-	-	**97.9**
Spain	-	-	-	385.7	-	970.0	-	**1,355.7**
Sweden	-	-	-	670.6	-	959.2	-	**1,629.8**
Switzerland	-	-	-	236.8	-	438.4	-	**675.2**
The former Yugoslav Republic of Macedonia	-	2,228.5	-	79.1	-	756.7	-	**3,064.3**
Turkey	1,989.3	98.5	-	3,301.3	-	2,990.9	-	**8,380.0**
Ukraine	-	-	-	1,771.9	-	1,165.9	-	**2,937.8**
United Kingdom	-	-	-	740.9	-	996.0	-	**1,741.9**
Regional Activities	-	-	-	1,206.6	-	-	-	**1,206.6**
sub-total (7)	**17,902.2**	**17,926.5**	**3,999.9**	**51,385.9**	**-**	**33,175.2**	**-**	**124,389.6**
8. The Americas								
Argentina (incl. regional activities)	623.4	-	-	1,479.6	870.4	1,028.2	-	**4,001.6**
Brazil	99.7	13.3	-	1,161.6	757.6	853.4	-	**2,785.5**
Canada	-	-	-	718.9	-	864.8	-	**1,583.7**
Colombia	-	-	-	14,630.3	-	2,326.3	-	**16,956.6**
Costa Rica	-	23.7	-	1,948.0	131.4	1,045.4	-	**3,148.5**
Cuba	-	263.1	14.6	-	-	-	-	**277.8**
Ecuador	-	55.0	-	5,703.4	-	1,494.0	-	**7,252.4**
Mexico	-	-	-	1,370.1	-	861.1	-	**2,231.2**
Panama	-	66.1	-	645.5	-	501.5	-	**1,233.1**
United States of America (incl. regional activities)	-	-	-	2,024.0	-	1,399.9	-	**3,423.9**
Venezuela (Bolivarian Rep of) (incl. regional activities)	-	75.4	-	2,419.7	-	1,080.3	-	**3,575.3**
sub-total (8)	**1,623.1**	**516.6**	**14.6**	**32,101.0**	**1,759.4**	**11,454.9**	**-**	**47,469.6**
9. Global Programmes	7,288.0	13,416.9	72.0	21,644.0	4,253.1	62,256.5	-	**108,930.7**
SUB-TOTAL FIELD (1 - 9)	**286,339.5**	**361,060.1**	**251,613.2**	**258,689.3**	**13,392.8**	**250,232.4**	**-**	**1,421,327.2**
10. Headquarters								
Programme support						68,271.8		**68,271.8**
Management and administration								
- Annual Budget fund							62,961.1	**62,961.1**
- Regular budget fund							33,853.6	**33,853.6**
sub-total (10)						**68,271.8**	**96,814.7**	**165,086.5**
11. Junior Professional Officers							**11,059.5**	**11,059.5**
TOTAL UNHCR (1 - 11)	**286,339.5**	**361,060.1**	**251,613.2**	**258,689.3**	**13,392.8**	**318,504.2**	**107,874.2**	**1,597,473.3**

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United Nations

United Nations High Commissioner for Refugees

Report of the Executive Committee of the Programme of the United Nations High Commissioner for Refugees

Sixtieth session
(28 September-2 October 2009)

General Assembly
Official Records
Sixty-fourth Session
Supplement No. 12A

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Note

Symbols of United Nations documents are composed of capital letters combined with figures.

The report of the United Nations High Commissioner for Refugees has been issued as *Official Records of the General Assembly, Sixty-fourth Session, Supplement No. 12* (A/64/12).

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I. Introduction

A. Opening of the session

1. The Executive Committee of the High Commissioner's Programme held its sixtieth plenary session at the Palais des Nations in Geneva, from 28 September to 2 October 2009. It was opened by the Chairman, His Excellency Ambassador Alberto J. Dumont (Argentina).

2. The Chairman welcomed delegates, notably those representing Djibouti and the Republic of Moldova who were attending their first plenary session as members.

B. Representation on the Committee

3. The following members of the Committee were represented at the session:

Algeria, Argentina, Australia, Austria, Bangladesh, Belgium, Benin, Brazil, Canada, Chile, China, Colombia, Costa Rica, Côte d'Ivoire, Cyprus, Democratic Republic of the Congo, Denmark, Djibouti, Ecuador, Egypt, Estonia, Ethiopia, Finland, France, Germany, Ghana, Greece, Guinea, Holy See, Hungary, India, Iran (Islamic Republic of), Ireland, Italy, Japan, Jordan, Kenya, Lebanon, Lesotho, Luxembourg, Madagascar, Mexico, Montenegro, Morocco, Mozambique, Namibia, Netherlands, New Zealand, Nicaragua, Nigeria, Norway, Pakistan, Philippines, Poland, Portugal, Republic of Korea, Republic of Moldova, Romania, Russian Federation, Serbia, South Africa, Spain, Sudan, Sweden, Switzerland, Thailand, The former Yugoslav Republic of Macedonia, Tunisia, Turkey, Uganda, United Kingdom of Great Britain and Northern Ireland, United Republic of Tanzania, United States of America, Venezuela (Bolivarian Republic of), Yemen and Zambia.

4. The Governments of the following States were present as observers:

Afghanistan, Angola, Armenia, Azerbaijan, Bahrain, Belarus, Bhutan, Bosnia and Herzegovina, Botswana, Bulgaria, Burundi, Cambodia, Cameroon, Chad, Congo, Croatia, Dominican Republic, Eritrea, Gabon, Gambia, Georgia, Guatemala, Guinea-Bissau, Haiti, Indonesia, Iraq, Kuwait, Kyrgyzstan, Lao People's Democratic Republic, Latvia, Liberia, Libyan Arab Jamahiriya, Malawi, Malaysia, Mali, Monaco, Myanmar, Nepal, Oman, Panama, Rwanda, Saudi Arabia, Senegal, Sierra Leone, Slovakia, Slovenia, Sri Lanka, Swaziland, Syrian Arab Republic, Tajikistan, Togo, Turkmenistan, Ukraine, Uzbekistan and Zimbabwe.

5. The Sovereign Military Order of Malta was represented as an observer.

6. Also present were the following intergovernmental organizations and other entities:

African Union, African, Caribbean and Pacific Group of States, Council of Europe, Economic Community of West African States, European Community, Intergovernmental Authority on Development, International Centre for Migration Policy Development, International Committee of the Red Cross, International Federation of Red Cross and Red Crescent Societies,

International Organization for Migration, International Organization of La Francophonie and Organization of the Islamic Conference.

7. The United Nations system was represented as follows:

Food and Agriculture Organization, Office for the Coordination of Humanitarian Affairs, Office of the United Nations High Commissioner for Human Rights, United Nations Development Programme, United Nations Educational, Scientific and Cultural Organization, United Nations Office at Geneva, United Nations Population Fund, United Nations Relief and Works Agency for Palestine Refugees in the Near East, United Nations Volunteers, World Bank and World Food Programme.

8. 35 non-governmental organizations attended.

C. Adoption of the agenda and other organizational matters

9. The Executive Committee adopted by consensus the following agenda (A/AC.96/1072 and Corr.1):

1. Opening of the session.
2. Adoption of the agenda and other organizational matters.
3. Statement by the High Commissioner and the guest speaker.
4. General debate.
5. Consideration of reports on the work of the Standing Committee:
   (a) International Protection;
   (b) Programme budgets, management, financial control and administrative oversight.
6. Reports relating to programme and administrative oversight and evaluation.
7. Consideration and adoption of the Biennial Programme Budget 2010-2011.
8. Review of the Annual Consultations with non-governmental organizations.
9. Other statements.
10. Meetings of the Standing Committee in 2010.
11. Consideration of the provisional agenda of the sixty-first session of the Executive Committee.
12. Election of officers.
13. Any other business.
14. Adoption of the report of the sixtieth session of the Executive Committee.
15. Closing of the session.

D. Election of officers for the sixty-first session

10. Under Rule 10 of its Rules of Procedure, the Committee elected the following officers by acclamation, to serve the Committee from the day immediately following their election to the end of the last day of the following annual plenary session:

Chairperson:	H.E. Ambassador Caroline Millar (Australia)
Vice-Chairperson:	H.E. Ambassador Hisham Badr (Egypt)
Rapporteur:	Ms. Melissa R. Pitotti (United States of America)

II. Work of the sixtieth session

11. As the basis for the general debate, the High Commissioner delivered an opening statement, the text of which is available on UNHCR's website (www.unhcr.org). The High Commissioner's guest speaker, the United Nations High Commissioner for Human Rights, Ms. Navanethem Pillay, then addressed the Executive Committee before the opening of the floor to delegations for the general debate.[1]

12. A summary of the general debate, delivered by the Chairman, is found in Annex II.

III. Conclusion and decisions of the Executive Committee

A. Conclusion on protracted refugee situations

13. Consensus on the text of a draft conclusion on protracted refugee situations could not be reached in time for it to be adopted as part of this report. Negotiations of this text will be pursued by member States with the objective of reaching consensus on an agreed text by the end of the current year, so that a conclusion on protracted refugee situations may be adopted by the Executive Committee at an Extraordinary Meeting to be convened in December 2009.

B. General decision on administrative, financial and programme matters

14. *The Executive Committee*,

(a) *Notes* that the "New or additional activities — mandate-related" Reserve appropriation level of $75 million for 2009 may prove insufficient; and *authorizes* UNHCR to increase the 2009 appropriation to $90 million;

(b) *Approves* the programmes and budgets for Regional Programmes, Global Programmes and Headquarters under the revised Annual Programme Budget for the

[1] See summary records of the session for a full account of the deliberations of the Committee, including the statement by the guest speaker, statements or other interventions by delegations under all agenda items, and their comments on the draft decisions, as well as summing up and closing statements by the High Commissioner and by the Chairman.

year 2009 amounting to $1,280,460,000; *notes* that these provisions, together with those of $10 million for Junior Professional Officers as well as the needs under Supplementary Programmes of $934,846,900, bring total requirements in 2009 to $2,225,307,500; and *authorizes* the High Commissioner within these total appropriations, to effect adjustments in Regional Programmes, Global Programmes and Headquarters budgets;

(c) *Confirms* that the activities proposed under the Biennial Programme Budget for the years 2010-2011, as set out in document A/AC.96/1068, have been found on review to be consistent with the Statute of the Office of the High Commissioner (General Assembly Resolution 428 (V)), the High Commissioner's other functions as recognized, promoted or requested by the General Assembly, the Security Council, or the Secretary-General;

(d) *Decides* to meet by 31 December 2009 to adopt revised *Financial Rules for Voluntary Funds Administered by the High Commissioner for Refugees* and to ensure consistency between these Rules and the Biennial Programme Budget for the years 2010-2011;

(e) *Approves* the programmes and budgets for Regional Programmes, Global Programmes and Headquarters under the 2010-2011 Biennial Programme Budget amounting to $2,778,471,100 in 2010 and $2,565,400,000 in 2011 including the United Nations Regular Budget contribution towards Headquarters costs, an Operational Reserve (representing 10 per cent of programmed activities under Pillars I and II) of $196,826,200 in 2010 and $182,619,500 in 2011 and an amount of $20 million for the "New or additional activities — mandate-related" Reserve in both 2010 and 2011 respectively; *notes* that these provisions, together with those of $12.0 million for Junior Professional Officers in both 2010 and 2011 respectively, bring total requirements for 2010 to $3,007,297,300 and for 2011 to $2,780,030,300; and *authorizes* the High Commissioner within these total appropriations, to effect adjustments in Regional Programmes, Global Programmes and Headquarters budgets;

(f) *Notes* the *Report of the Board of Auditors on the Financial Statements of the Voluntary Funds administered by the United Nations High Commissioner for Refugees for the year ended 31 December 2008* (A/AC.96/1067), and the High Commissioner's *Measures taken or proposed in Response to the Recommendations of the Report of the Board of Auditors* (A/AC.96/1067/Add.1); as well as the *Report of the Advisory Committee on Administrative and Budgetary Questions on UNHCR's Biennial Programme Budget for 2010-2011* (A/AC.96/1068/Add.1) and the various reports of the High Commissioner related to oversight activities (A/AC.96/1069 and A/AC.96/1070); and *requests* to be kept regularly informed on the measures taken to address the recommendations and the observations raised in these various oversight documents;

(g) *Requests* the High Commissioner, within the resources available, to respond flexibly and efficiently to the needs currently indicated under the Biennial Programme Budget for the years 2010-2011; and *authorizes* the High Commissioner, in the case of new emergency needs that cannot be met fully from the Operational Reserve, to create supplementary budgets and issue Special Appeals under all pillars, with such adjustments being reported to each subsequent Standing Committee for consideration;

(h) *Calls* on UNHCR to further keep its administrative expenditure under continual review with a view to reducing it as a proportion of total expenditure;

(i) *Acknowledges* with appreciation the burden that continues to be shouldered by developing and least developed countries hosting refugees; and *urges* Member States to recognize this valuable contribution to the protection of refugees and to participate in efforts to promote durable solutions; and *further acknowledges* the valuable contribution of resettlement countries to providing durable solutions for refugees; and

(j) *Urges* Member States, in the light of the extensive needs to be addressed by the Office of the High Commissioner, to respond generously and in a spirit of solidarity, and in a timely manner, to the High Commissioner's appeal for resources to meet in full the approved 2010-2011 Biennial Programme Budget; and to support initiatives to ensure that the Office is resourced in a better and more predictable manner, while keeping "earmarking" to a minimum level.

C. Decision on the programme of work of the Standing Committee in 2010

15. *The Executive Committee*,

Having reviewed the issues before it at its sixtieth session, and bearing in mind the decisions adopted at that session,

(a) *Decides* to convene no more than three formal meetings of the Standing Committee in 2010, to be held in March, June and September;

(b) *Reaffirms* its decision on the framework for the Standing Committee's programme of work (A/AC.96/1003 paragraph 25, subparagraph 2 (c)); *authorizes* the Standing Committee to add and delete items, if appropriate, to this framework for its meetings in 2010; and *requests* member States to meet in December 2009 to draw up a detailed workplan for formal adoption by the Standing Committee at its first meeting in 2010;

(c) *Calls upon* its members to continue efforts to ensure that debate at the Executive Committee and its Standing Committee be of a substantive and interactive nature, yielding practical guidance and clear advice to the High Commissioner, in keeping with the Committee's statutory functions; and *calls on* the Office of the High Commissioner to be explicit and analytical in its reports and presentations to the Committee and to submit documentation in a timely manner;

(d) *Further requests* the Standing Committee to report on its work to the sixty-first session of the Executive Committee.

D. Decision on observer participation in meetings of the Standing Committee in 2009-2010

16. *The Executive Committee*,

(a) *Approves* applications by the following Government observer delegations for participation in meetings of the Standing Committee from October 2009 to October 2010:

Angola, Croatia, Slovak Republic, Slovenia, Sri Lanka and Syrian Arab Republic;

(b) *Authorizes* the Standing Committee to decide upon any additional applications from Government observer delegations to participate in its meetings during the aforementioned period;

(c) *Approves* applications by the following entity having received a standing invitation to participate as an observer at the sessions and in the work of the General Assembly:

Palestine;

(d) *Approves* the following list of intergovernmental and international organizations to be invited by the High Commissioner to participate as observers in relevant meetings of its Standing Committee from October 2009 to October 2010:

United Nations specialized agencies, departments, funds and programmes, African Union, Council of Europe, East African Community, Economic Community of Central African States, Economic Community of West African States, European Community, Executive Secretariat of the Commonwealth of Independent States, Intergovernmental Authority on Development, International Centre for Migration Policy Development, International Committee of the Red Cross, International Federation of Red Cross and Red Crescent Societies, International Organization for Migration, League of Arab States, Organization of Eastern Caribbean States, International Organization of La Francophonie, Organization of the Islamic Conference, Organization for Security and Cooperation in Europe, Southern African Development Community and the Sovereign Order of Malta.

E. Decision on the provisional agenda of the sixty-first session of the Executive Committee

17. *The Executive Committee*,

Recalling its decision on working methods adopted at its fifty-fifth plenary session (A/AC.96/1003, paragraph 25),

Decides to adopt as the provisional agenda for the sixty-first session of the Executive Committee the standard model contained in subparagraph 1 (f) of the above-mentioned decision.

Annex I

List of decisions adopted by the Standing Committee in 2009

In accordance with the authority vested in it by the Executive Committee, the Standing Committee adopted a number of decisions which are annexed to the reports of the different Standing Committee meetings, as follows:

(a) *Report of the forty-fourth meeting of the Standing Committee (A/AC.96/1065)*

Decision on programme budgets and funding in 2009.

(b) *Report of the forty-fifth meeting of the Standing Committee (A/AC.96/1073)*

(i) Decision on addressing environmental issues in operations for persons of concern to UNHCR;

(ii) Decision on overall programme budgets and funding for 2009.

Annex II

Chairman's summary of the General Debate

1. The Chairman thanked the High Commissioner for his thorough and thought-provoking presentation in which he had detailed a number of UNHCR's reform efforts and major challenges confronting the organization: the shrinking of humanitarian space; a shrinking of asylum space; the difficulty of achieving durable solutions; and assisting persons of concern in urban settings.

2. He expressed the Committee's appreciation to the High Commissioner for Human Rights, Ms. Navanethem Pillay, who had provided stimulating thoughts on human rights law as a powerful source of protection for refugees and other persons of concern to UNHCR. Delegations took good note of her observation that the opportunities for a dialogue between ExCom and human rights mechanisms deserved to be intensified and refined. Finally, he conveyed the Committee's gratitude to Prime Minister Kevin Rudd of Australia, whose video presentation had reminded delegates of the very positive work performed by UNHCR.

3. He then turned to delegations' comments on the High Commissioner's opening remarks on the work of his Office. At the outset, many delegations thanked the High Commissioner for his leadership and vision. They also paid tribute to the courageous work of UNHCR staff in carrying out the Office's mandate, often in very dangerous situations.

4. With regard to the mandate, several delegations urged respect for international humanitarian law and humanitarian principles, and encouraged UNHCR to promote adherence to the 1951 Refugee Convention and its 1967 Protocol. One delegation pointed out that UNHCR is primarily a protection agency and commended it for taking a rights and community-based approach to protection. Another speaker stated that "in the long term, we need an enduring protection framework that is able to respond quickly to new situations as they arise".

5. But, in order to continue to carry out its mandate and protection activities and address new concerns, as noted by both the High Commissioner and many delegations, UNHCR had to consolidate its internal reform process. Many speakers expressed support for various aspects of UNHCR's reform efforts, notably decentralization and regionalization to strengthen UNHCR's presence in the Field, and the Global Needs Assessment to help the organization adopt results-based management and budgeting tools and practices. Several delegations welcomed the new 2010-2011 budget approach, cautioning nevertheless that UNHCR would most likely have to prioritize needs identified and that the budget could well be more difficult to fund. And with regard to funding itself, several speakers noted that even in the face of an economic crisis, this budget required increased funding, along with less earmarking to provide UNHCR with more flexibility, and that the Office should continue to broaden its donor base.

6. Several delegations also expressed support for UNHCR's participation in wider United Nations reform initiatives such as Delivering as One, which had the potential to address more concertedly gaps in post-conflict recovery. They also welcomed UNHCR's efforts with regard to the cluster approach in general, and the protection cluster in particular, as a means to enhance assistance and protection for

IDPs. A few delegations, however, cautioned UNHCR to focus on its primary mandate.

7. Many delegations noted the importance of UNHCR's continuing partnerships with OCHA, other humanitarian agencies and organizations, development agencies, member States and NGOs; a few also called for new forms of cooperation in the face of global challenges such as climate change, the financial and economic crisis, and food, water, and energy insecurity. Several speakers encouraged the High Commissioner to contribute to addressing the impact of climate change.

8. Many delegations commented on the four challenges raised by the High Commissioner in his opening remarks. Speakers expressed concern about the shrinking of humanitarian space and restrictions on unhindered access for humanitarian assistance. Numerous delegations offered their condolences at the loss of life of UNHCR staff members. In addition, there was broad condemnation of attacks and violence directed against humanitarian workers and a call for an end to impunity for those who commit such acts. Delegations also encouraged UNHCR to continue its efforts to strengthen staff security.

9. With regard to shrinking asylum space, one group of countries noted that the right to asylum continues to be a basic tenet of UNHCR's work. Others expressed concern over the need to ensure the protection of refugee rights in mixed migration flows. Several speakers commented on policies their countries were implementing to improve the rights of asylum-seekers, and UNHCR was encouraged to continue to play a significant role in collaboration with the European Union regarding the further harmonization of a common European asylum system.

10. Delegations also agreed with the High Commissioner regarding the difficulty of achieving durable solutions. Voluntary repatriation remained the preferred solution for most delegations, but it was noted that conditions in countries of origin have to be improved in order to encourage refugees to repatriate. There were calls for increased resettlement opportunities and several delegations described their efforts in this area. Several speakers pointed out the tremendous burdens faced by host countries and encouraged increased commitment and international burden sharing on the part of the international community, including assistance in capacity building. At the same time, a number of other delegations noted the significant contributions of host countries. Numerous speakers expressed concern over protracted refugee situations, urging further efforts to address these situations as well as to complete the negotiations on the Conclusion on Protracted Refugee Situations. Finally, several speakers noted the importance of addressing the root causes of conflict in the hope of preventing displacement from the outset.

11. In terms of addressing the needs of persons of concern to UNHCR in urban settings, many delegations were looking forward to discussing the topic at the Dialogue on Protection Challenges to be held in December 2009.

12. In addition to these general challenges facing UNHCR, and indeed all Committee members, many delegations commented on specific situations of concern to their countries. There were too many to comment on. They stretched even beyond the "arc of crisis" from South-west Asia through the Middle East to the Horn and Great Lakes of Africa, as described by the High Commissioner. Collectively, however, they highlighted the complex and daunting task before the Committee.

13. But some bright spots had also emerged during the debate: recent and projected returns in many countries; offers to enhance resettlement; commitments to greater funding; recognition of the achievements of previous agreements such as the OAU Convention, the Cartagena Declaration, and the Mexico Plan of Action; and the upcoming Special Summit of the African Union that was expected to result in a regional Convention on Protection and Assistance to Internally Displaced Persons in Africa. More importantly, it appeared that there was consensus on the fundamental issues and approaches that should be undertaken to address the challenges to be faced in the coming years.

14. One point of agreement was that the foremost task for UNHCR — and for the Executive Committee — was to help people who need protection. Such efforts must be people-centred, with more efforts needed to assist women and children; to stop sexual and gender-based violence; and to empower the displaced, through education, training, and the development of self-reliance. It was important to live up to the moral imperative of saving and safeguarding lives. As he had indicated in his opening remarks, the Chairman hoped that this constructive debate would help all concerned approach this task as a team, devoted to finding durable solutions together.